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Final Evaluation
of the
NGO Democratic Development Component
of the African-American Institute
Project to Support
Research on Decentralization and Traditional Authority: and
Provide Training in Decentralization in Mozambique

Cooperative Agreement No. 656-0227-A-00-4029-00

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FINAL EVALUATION -
NGO DEMOCRATIC DEVELOPMENT PROJECT COMPONENT

To support Research on Decentralization and Traditional Authority;
and Provide Training in Decentralization in Mozambique

Cooperative Agreement No. 656-0227-A-00-4029-00

GENERAL DESCRIPTION OF WORK

As stated in the 7/11/97 Consultant Employment Agreement with the African American Institute (AAI), the consultant is submitting a final evaluation of the NGO Democratic Development Project component of The African-American Institute Development Project, pursuant to Cooperative Agreement No. 656-0227-A-00-4029-00, between AAI and the United States Agency for International Development (USAID).

OVERALL OBJECTIVES OF THE EVALUATION

The Consultant Employment Agreement states the overall objective of the evaluation is to examine project activities over a three-year period and assess: (1) their conformity to the goals outlined in the Cooperative Agreement; (2) the effectiveness of AAI's project in meeting the institutional-strengthening needs of Mozambican NGOs; the overall contribution of project activities to the establishment of sustainable, effective non-governmental organizations in Mozambique.

EXECUTIVE SUMMARY

The present evaluation provides an analysis of a pilot program designed by the African-American Institute (AAI), with funding from the United States Agency for International Development (USAID/Mozambique) to provide small grants, training and technical assistance in institutional development to Mozambican Non-Governmental Organizations (NGOs). The African-American Institute NGO Development Project provided training in strategic program planning, organizational and project development, and financial and administrative institutional capacity building, through a total of 42 grants provided to 32 national groups.

The evaluation report is based upon consultation of exhaustive documentation provided by the U.S. Project Manager and AAI/Maputo, extensive interviews with AAI-staff in the U.S. and Mozambique, consultations with USAID/Maputo staff, and interviews and field visits with representatives of diverse NGO and international organizations in Maputo, Beira, Chimoio, and Nampula during three weeks in July and August, 1997.

In the opinion of the evaluator the AAI-NGO Development Project should be considered a success. Given the limited number of analytical studies concerning Mozambican NGOs (even taking into consideration Carrie Manning's 1992 USAID/Mozambique Report), and the absence of direct program experience with NGOs on the part of both AAI/Maputo and USAID/Mozambique, the 1994 AAI-pilot project presented very real risks. However, as a consequence of a variety of circumstances, the lead time utilized by AAI/Maputo staff to interact with a wide range of national organizations, conduct field visits and develop a sense of the ongoing problems, challenges and potential of the national NGO community all served to inform the kind and quality of technical assistance and training to be provided by the program, as well as outline the financial assistance program that later would be awarded to successful institutional candidates.

An analysis of the AAI-NGO Development Project by component provides the following major lessons learned, conclusions and recommendations:

I. Small Grants Program:

A. Lessons Learned:

- 1. Important to develop specific well-defined criteria to identify and select institutional candidates; patience in the selection process is a necessary investment to identify more stable and viable institutions capable of understanding and achieving long-term program goals and objectives;***
- 2. Important that executing agency target and clarify with participating organizations all major program goals and objectives in technical assistance and training being provided,***

or in grant awards being offered, so that participating groups understand potential impact of the program on their own institutional development;

- 3. Based upon well-qualified personnel and stated institutional objectives, relatively new organizations, particularly community-based groups can become successful candidates for technical assistance training, and recipients of small program grant awards.*

B. Conclusions

- 1. Provision of technical assistance and/or small program grant funds to enable an organization to become more accountable and transparent to its own members can represent an important social investment in the more macro process of democratization and strengthening of civil society;*
- 2. Investments in micro-level participatory community development planning are advisable to the extent that these programs are able to motivate and inspire community residents to assume greater responsibility for local decision making and local actions;*
- 3. Community-based programs promoting voter education and elections training are important short and medium-term activities to reinforce civic education and citizenship training efforts;*
- 4. Selected and targeted support for the independent media, and support for more regular production and circulation of popular education materials on civil society, citizenship responsibilities and rights should be considered a medium-term investment to strengthen civil society.*

II. Training Activities

A. Lessons Learned:

- 1. Effective training activities are predicated on a close understanding of the problems, objectives, potential and strengths of the institutions selected to receive training;*
- 2. The concept of greater sustainability in terms of organizational development, as well as program activities should be a major focus of all training programs offered;*
- 3. Accountability and transparency in fiscal and operational management remain important goals and objectives for all training programs.*

B. Conclusions:

- 1. Effective training should challenge and inspire organizations to be introspective and visionary;*

2. *More detailed strategic planning is necessary to educate NGOs concerning viable institutional sustainability, and more effective and sustainable program activities.*

C. Recommendation

Promotion of a seminar, or a series of regional workshops on strategic planning for NGOs concerning program sustainability.

III. Technical Assistance Activities

A. Lessons Learned:

1. *Executing agency is strongly advised to have selection process to choose local advisors and consultants who are familiar with environment and milieu of the target institutional audience for the program;*
2. *Local consultants need to be fully trained in program objectives and strategies for them to successfully interact and advise program beneficiaries, and contribute to the success of the program;*
3. *Through time, patience, and staff effort-- which may prove labor intensive-- certain institutional candidates initially presenting considerable organizational weaknesses can eventually make a positive and valuable contribution to strengthening civil society and assisting in the process of national reconciliation;*
4. *It is recommended that maximum care and sensitivity be used by urban professionals developing and implementing technical assistance programs for rural populations, given the sometimes different cultural values existing between urban and rural residents.*

B. Recommendation:

1. *While sometimes requiring significant program effort and preparation, the hiring of local consultants should be strongly encouraged;*
2. *Technical assistance programs should to the extent possible take into account local needs and specific conditions to ensure more successful outcomes.*

IV. Project Outputs

NGO-Management Manual

A. Lessons Learned:

1. *Important to adapt thoroughly a methodology or approach to the cultural specificities and context within which the methodology is to be utilized; the Manual as initially conceived was a South African NGO document, to be translated into Portuguese and somewhat adapted to Mozambican conditions. Through the efforts of AAI/staff the*

Manual became a Mozambican resource document for the NGO community.

B. Recommendation:

2. *Whenever possible, create manuals and other documents designed to provide technical assistance within the national country and cultural contexts of the beneficiary groups.*

NGO BULLETIN

A. Lessons Learned:

The NGO Boletim served as a method of communication, a pedagogical instrument and a public relations vehicle for the NGO community. The Bulletin's potential was only touched upon during the duration of the AAI-program. In the opinion of the evaluator, with additional funding and continued good management and selection of articles, the publication could become an important voice for Mozambican NGOs.

PROJECT MANAGEMENT

Once sufficient confidence exists between management and project staff in an executing agency working with NGOs, it is prudent to allow project staff reasonable administrative flexibility in selecting and administering grant awards and technical assistance programs. Given that the AAI-NGO Project was a pilot project experience both for the donor agency and for the executing agency, some of the rather cautious management actions and style that characterized various stages of the program are understandable. However for future projects, it is recommended that a more participatory and inclusive management style be utilized in relation to the project staff.

The present final evaluation report seeks to provide an analysis of a pilot program to provide small grants, training and technical assistance in institutional development to Mozambican Non-Governmental Organizations. The African-American Institute NGO Democratic Development Project provided training in strategic program planning, organizational and project development, and financial and administrative institutional capacity building through a total of 42 grants, provided to 32 national groups.

Interviews with diverse AAI-program beneficiaries indicated that the program had both been respectful of local organizations, but also had encouraged local groups to acknowledge their own institutional shortcomings and significantly improve administrative and management procedures. This was accomplished through the technical assistance and training programs, and through administration of the small grants program. Field visits and lengthy discussions with a broad cross section of local organizations preceded inauguration of the grants program. The early field visits and observations of AAI/Maputo determined the content of the first training programs which focused on proposal writing, and basic financial and administrative management. The skills presented in the initial workshops proved useful not only for fledgling organizations, but also for more venerable and established national NGOs, who sometimes refined and modified some of their own operating procedures, as a result of the AAI-program.

In the evaluator's discussions with AAI-program beneficiaries, a perception of a specific methodology or evolving institutional approach seemed to be present that set AAI apart from the grantees' other funders and institutional partners. Simply put, AAI did not send the NGO grantee a check and reappear six or eight months later, to request the NGO's accounting records and receipts for the disbursement of grant funds. There were preliminary contacts and visits explaining the AAI program, a series of invitations for different staff members of an NGO to attend training seminars and workshops on topics such as proposal writing and strategic planning, leadership, institutional advocacy, and financial management and administration. Regular telephonic check up calls from Maputo-based AAI staff, provincial field visits, and the introduction of local provincial consultants helped to bridge the institutional and geographical distance between AAI/Maputo and its provincial-based national grantees.

This markedly hands-on approach was reinforced by the NGO Informative Bulletin, which importantly interviewed and spot-lighted individual grantees, bringing their programs to the attention of other prospective donors and partners, as well as each edition's interview with a selected donors to discuss the donor's program objectives and sector priorities. Developed and revised by consultations with different NGOs was the NGO Management Manual, which should be considered an innovative and unique document which defines the nature of and characteristics of a Non-Governmental Organization, as well as providing pragmatic suggestions and recommendations on the administrative skills and strategic planning needed for an NGO to be responsive to its particular constituency, mission and goals.

In framing the terms and overall context for the present evaluation of the AAI-NGO Democratic Development Component, it is important to recall that at the time USAID/Mozambique began to formulate its strategic objectives, the AAI program had been underway for approximately one year. In its discussions with the Mission concerning the applicability of the strategic objectives to the ongoing NGO development activities, AAI was able to demonstrate to that its program had incorporated the major objective goals from its inception. The AAI program was advancing USAID/Mozambique's Strategic Objective No.2- Government & Civil Society are Effective Partners in Democratic Governance at the National & Local Levels. NGO training and provision of consultancy services sought, in terms of 'Intermediate Results' to increase beneficiaries' understanding and promotion of activities whose effect is to make "Government & Civil Society more effective and accountable at Local & National Levels(I.R.2.3)". Did the NGO training, technical assistance, and small grants programs effectively and measurably advance the goal of increased institutional accountability within different levels of Mozambican society? Was local independent media strengthened through grants and training for its representatives, and through the production of the NGO *Boletim*? Were community-based organizations, and other civil society actors strengthened, and better performing as a result of AAI-activities? The evaluation report will attempt to provide answers to respond to the relevant portions of the Results Framework-Strategic Objective No.2.

Format of the Evaluation Report

The evaluation report initially (SECTION ONE) will review the main sub-components of the AAI-program which were the Small Grants Program, the Training Program for local NGOs, and the Technical Assistance Program provided by both AAI/Maputo staff, and by the provincial local consultants. As specific products of the program also included production of the NGO *Boletim*, and the NGO Management Manual, these products along with program support for the independent media, including a USAID/Mozambique request that AAI serve as an intermediary organization to receive and administer institutional and program support funds for the Media Institute of Southern Africa (MISA) will be reviewed. The first section concludes with a brief discussion of the overarching program justification and objective to help strengthen civil society in Mozambique. It became clear during the evaluation field visits that the AAI-program had worked with organizations of varied skills levels and institutional capacity. Developing programs appropriate for the diverse universe of NGO-grants recipients, and training seminar participants was important for the advancement of concepts such as NGO advocacy, institutional mission, and vision, all necessary to strengthen national civil society institutions.

SECTION TWO provides a series of conclusions derived from the evaluation exercise, including a discussion of the potential impact of the AAI-program on future USAID/Mozambique initiatives with national organizations. This section also analyzes the NGO component team, and provides some alternate scenarios for that team, as a potential resource for other members of the international donor community interested in undertaking or developing community-based and national programs to collaborate with Mozambican NGOs. This section concludes with a list of persons and institutions contacted by the evaluator.

SECTION ONE: EVALUATION OF THE AAI-SMALL GRANTS PROGRAM, TRAINING, AND TECHNICAL ASSISTANCE PROGRAMS

A. SMALL GRANTS PROGRAM

In evaluating the small grants program, it is important to consider the integrated relationship of the program with the training and technical assistance, provided to the NGOs. Grant making only followed a lengthy process of observation of the work, interests and priorities of many different organizations, lengthy contact and conversations with national and international organizations. AAI/Maputo field trips to the provinces were initiated in January, 1995 and the first grant agreements signed in July, 1995. While reasons for the program calendar and timing will be discussed in a later section on project management, (Section One, Part E) the growth of the grants program should be seen as evolutionary, as part of the attempt to support viable, if still nascent groups and organizations.

As stated in the introduction to the present report, AAI administered a total of 42 grant actions to 32 different national organizations. Allocated grant funds as of April, 13, 1997 were \$408,629, as reported in an internal AAI-report, dated April 13, 1997. The allocation was seen to have "exceeded the small grants budget by \$3,394." However, it was stated that "2 or 3 grantees probably would not be able to receive the total amount committed through agreements because of delays in implementing and accounting for planned activities"¹.

The grant actions described in the following sections are analyzed within the context of their ability to assist grantees in understanding the strategic objective on governance, and meeting or achieving specific goals as described in the Results Framework as defined by USAID/Mozambique in 1996.

Rationale for Grants Made for the Strengthening Civil Society

Grantee beneficiaries interviewed by the evaluator included national union representatives, a wide range of local civic and community associations, and varied professional groups. In evaluating the rationale for selecting a particular group and proposed set of activities, an analysis was made of the grant's potential to achieve the objectives of S.O.2 Government & Civil Society are Effective Partners in Democratic Governance at the National & Local Levels. In the case of grants made to the three Non-Governmental Organizations interviewed and analyzed below, the evaluator's major objective was to understand how each civil society institution was modified, changed or strengthened as a function of participating in the-AAI program.

Funding in the amount of \$6,700 was awarded the Zambezia branch of the Mozambican Workers' Organization (OTM-CS-Zambezia) to train union leaders on current labor law. Funding in the amount of \$8, 950 was awarded to the Manica branch of the National Organization of Teachers (ONP-Manica) to administer a seminar on the changing role and relationship of a former Government-created and controlled mass movement teacher's organization to national society, given the current national context of multiparty democracy.

Finally, funding in the amount of \$2,560 was awarded to the Maputo-based Women's Association for Democracy (ASSOMUDE) with a grant to raise popular awareness interest and concern about the problem of domestic violence. Discussions with grantees and examination of grants documents, training materials used by grantees during the workshops financed by the grant, and beneficiary final program evaluations all demonstrate AAI's promotion of activities linked to **Intermediate Results 2.3. Government & Civil Society are Effective & Accountable at Local & National Levels; Intermediate Results 2.3.1 Civil Society Demands Accountability at Local & National Levels; Intermediate Results 2.3.1.2 Community-Based Organizations Strengthened; and Intermediate Results 2.3.1.3 Other Civil Society Actors Strengthened.**

In the evaluator's discussions with representatives of the three organizations cited above, the level of institutional knowledge and understanding of the themes and topics did vary. The revision of ONP training materials for teachers to depoliticize 'monoparty' texts and analyses of the teaching profession constitutes a formidable task, although the ONP representatives at the evaluation meeting seemed quite modest and noncommittal concerning the activities funded by the grant, and did not mention directly to the evaluator that the new apolitical training materials created for their workshops were later chosen by provincial representatives of the Ministry of Education for reproduction for national use. For the ONP grantee, the ability to achieve consensus among teachers representing opposition and government political views on texts to be used in the classroom should be seen to be a major achievement in a country struggling to transform itself from a one party state to a multiparty democracy. Democratizing and professionalizing the classroom represents a major step forward in the larger national process of democratization of national institutions.

The enthusiasm of the youthful members of ASSOMUDE concerning their popular education theater pieces on domestic violence and gender issues was very apparent. The theatrical and educational work and themes chosen by the youthful association not only were resonant with their urban audiences, in fact the Association received more requests and invitations for performing than it was able to satisfy. There have been requests that ASSOMUDE transform itself into a full-time social action program, which at present is not possible for the association's volunteer student members. The impact of the theater group on its targeted public was significant, but the evaluator was left with certain questions. One wonders if a less geographically dispersed set of presentations and workshops performed in and around Greater Maputo, and an attempt to concentrate a more coordinated consciousness raising effort and community program on gender issues and domestic violence might prove even more effective? To the extent that future funding could be obtained to link the popular theater work of an ASSOMUDE to the human rights and legal assistance work of organizations such as Women and the Law (MULEIDE) the outreach capacity of that internationally-known latter group might be enhanced.

In the case of the Zambezia union project, the evaluator's brief discussion with the union's president, conversations with AAI/NGO component staff, and the reading of grant documents indicated that project goals- in terms of informing union leaders of current labor legislation and the impact of the legislation upon workers had been well focused and presented during the

Zambezia workshops. The objectives of the union workshops were direct. As the legislation obviously has a direct bearing on workers' livelihood and potential income generating abilities, the importance of learning about and publicizing this information was of major concern and in the interests of the workshop participants. The union grants benefitted from a clarity of purpose and motivation, similar in aspect to the awards made to media representatives for the production of newspapers, newsletters, brochures and pamphlets where the immediate product i.e., the actual publication is well defined.

Community Development Grants and Decentralization Training

While the USAID-financed Cooperative Agreement funded two distinct and separate programs, the Decentralization and Traditional Authorities Project and the NGO Democratic Development Project, there were a group of NGO grants which provided public information and training and program support for activities linked to the decentralization process and the anticipated municipal local elections, presently scheduled for May, 1998. This section examines a selected group of these decentralization training awards.

AAI-grants supported an interesting variety of what would be considered community development programs and activities. In the case of ZAONE-Morrumbara (an award of \$7,940) local community representatives and institutions engaged government representatives, traditional authorities, Non-Governmental Organizations, and interested members of the international donor community in an important and probing session of meetings to investigate existing conditions and priorities in the Morrumbara district, and what concrete steps different groups and sectors could engage in to promote more sustainable local development, increased public information concerning decentralization, and a more participative, democratic and open community. In the case of the ZAONE-Morrumbara initiative, those initial meetings have served as a springboard for a series of planned activities, importantly engaging the youth and young adults of the district to become more involved in local problems and local planning. Reports from two Zambezia parliamentarians and other observers of the young NGO,² seem to concur that the youth group has made a promising beginning. It is to be hoped that this promising community development initiative which has resulted in a continuing interest and offer of targeted support from USAID/Mozambique, eventually might serve as a model for other local initiatives seeking to link increased participatory action with the resolution of selected local problems. ZAONE-Morrumbara has demonstrated an interest in participating in the national discussion and debate on problems of decentralization.

Training in local participatory planning and action was also central in the awarding of a grant of \$2,184 to the Sofala-based Non-Governmental Organization, the Association for Community Development (ADC). Although itself a very new organization, ADC's director had worked as a provincial leader for the National Democratic Institute's civic education program. He along with other ADC members attended the 1997 Sofala provincial workshop on strategic planning. Through attendance at provincial AAI-workshops, and meetings with AAI/Maputo consultants and local AAI/Beira consultants, ADC leaders analyzed strategies for increasing popular participation and involvement among their own members. As will be discussed in a later section of the present report devoted to AAI's training component, ADC

was able to reap immediate benefits from a training program and place recently acquired theories on popular participation into the practice and internal structure of the organization. Coming directly out of the strategic planning workshop, ADC executives were able to use that training to create a workshop experience for their own members to completely re-examine the statutes and decision making structure within ADC; always with the goal of making that organization internally more democratic and responsive to the needs of its members. In the evaluator's discussions with ADC, and the Sofala consultants the impression given was that the organization was strengthened and perhaps transformed by the provisions taken during its annual assembly to change its statutes and decision making by members. These changes were all based upon the recommendations coming out of the provincial workshop on strategic planning.³ The internal transformation of ADC was a direct result of this participation in the AAI program.

Two community groups located in Greater Maputo also received grants to encourage and develop local participatory skills, which were directly attached to prioritizing local community needs and engaging different sectors of the community-- including government representatives-- to work with local residents in seeking solutions, democratically. The small grants program provided support in the amount of \$7,105 to the Center for Information, Culture and Civic Education of Xinavane (C.I.C.E.C.-Xinavane), in part core 'mortar and brick' institutional support for building construction, but also financial support to launch a local community newspaper. The evaluator had occasion to meet with several members of the NGO, analyze documentation, and after the official opening meet again with the president of the Center, to see photographs of the inauguration ceremony. The diversity of attending guests from local traditional priests, healers and chiefs to the president of the National Assembly, gave community residents an initial opportunity to meet or at least encounter briefly different sector actors and representatives. What will prove key to the medium term success of this particular grant action is the ability of the Center to continue an institutional and community dialogue with the different sectors to begin resolving some of the systemic problems traditionally faced by Xinavane residents.

The second Maputo-based community organization receiving AAI-funding with whom the evaluator met was the Association of Friends of Infulene (AMINF), a local group awarded a grant in the amount of \$3,212. AMINF sought support from AAI to strengthen the planning and operational skills of its Board, to make its community interventions more focused and responsive to local needs. Given its geographical proximity to the capital, the Matola-based NGO is able to count upon a professionally and economically heterogeneous community of public sector and commercial sector representatives, that also includes rural zone agricultural persons, and substantial numbers of poor residents. AMINF has been creative in using its members' contacts and connections in its ongoing effort to develop Infulene. Like the Xinavane program, the encouragement of wider participation and local input in Infulene, it is hoped ultimately will serve to increase societal democratic development. More people are made more responsible and accountable for changing and improving conditions within their local communities. It is not the government who is expected to singly perform the transformation required, but a work which involves important community initiative, participation and action.

Grants Supporting Elections Training/Municipal Elections

The grants program also financed a series of elections-related activities to broaden public understanding and knowledge of the electoral process on a national and a local level. Elections activities are also important elements and indicators of the intermediate results framework. Elections training and its more long-term relationship to civic education and strengthening civil society were important issues addressed by the grants program. Civic education training if successful, is measured not only in the responsible and active participation of the elector in a specific voting process-- although regular and informed voting remain important and essential building blocks for the construction of democratic societies-- but also in the continuing demand of the citizen for more responsible and accountable government at all levels.

There continues to be a real need and justification for such grant activities as the \$18,097 award made to the Zambezia-based Civic Movement for the Solidarity and Support for the Development of Zambezia for the workshop and province-wide radio program on decentralization and elections, and the award of \$2,775 made to the Maputo-based Mozambican Association of Women Attorneys(AMMCJ) to train trainers for the municipal election laws; a grant awarded just as the long-awaited municipal elections legislation was being passed by the Assembly, and publicized by the national media.

In the awards made for elections-related training activities to MOCIZA, AMMCJ, ARO Juvenil (an \$8,720 award, in part to publish selected issues of a Magazine on local elections), and the Manica Mozambique Workers' Union; a portion of the \$8,790 award to OTM-Manica supported union training for the anticipated municipal elections. AAI balanced the more immediate needs of elections information and public training on municipal elections, with longer range civic education training activities which envision a more informed general citizen demand for increased transparency and accountability.

In 1997, Kulima/Maputo with AAI-financing also produced a popular education manual on civic education, printed by Editora Escolar.⁴ The manual was given to all participants in Kulima's district level civic education workshops in Nampula, Quelimane, Sofala, Inhambane and Maputo. The manual through accessible language and popular visual images discusses four themes: land tenure, the promotion of women's programs, local elections, and the development of rural integrated activities through the use of cooperatives and micro credit mechanisms. The structure of the manual and its target audience would seem to be the rural electorate. There is a clear intent in the writing and format to create a popular education document that would be accessible to a rural population desirous of more information concerning the meaning and practice of civic education.

Media-Awards Financed by AAI-Grants Program

An important sub-theme in the AAI grants program was the series of awards made to a variety of local, provincial and national media institutions. The decision of AAI/Maputo, with the accordance of USAID/Mozambique to support a variety of media programs is interesting given

the lengthy discussions concerning the advisability of USAID support for media activities that occurred during the period surrounding the 1994 multiparty elections.⁵ Clearly earlier problematic issues raised by some members of the U.S. Government Inter-Agency Team for the Mozambican Elections (known popularly as the "E" Team) concerning the advisability of any U.S. Government (USG) support for media activities-- given the difficulties of newly-conceived independent newspaper and other representative media organs such as television and radio to become financially self-sustaining-- had been resolved by the initiation of the AAI-grants program.

The AAI-grants program's second grant was an award of \$9,995 to the Manica-based cooperative MEGAMEDIA, for publication and dissemination of the inter-provincial weekly *Megajournal*. The first award to MEGAMEDIA was later followed by a second grant of \$15,000 to strengthen the newspaper's ability to reach a wider audience, and to promote greater popular access to independent media. In making the grant, the existence of the newspaper, its commitment to assume an independent posture, and to provide readers living outside of the nation's capital with their own news and information justified the making of the grant.

Reading several editions of *Megajournal*, the evaluator was struck both by the tabloid format of the inter-provincial weekly which made it accessible to a literate, but not necessarily highly intellectual readership, as well as an editorial policy which could be considered following within the muckraking tradition of popular tabloid journalism. Keeping watch on local political happenings-- one of the more and widely discussed benefits of the anticipated municipal elections process-- was singularly present in *Megajournal* articles and editorial policies, as the alleged misdeeds of certain local officials, politicians and merchants found their way into the newspaper's headlines.

Warnings on climatic changes which could result in the possibility of drought shared space with reports on ineffective government policies to repair and maintain local roads, descriptions of alleged police violence, and cases of possible human rights abuse. The range of articles and topics bespoke a functioning instrument of civil society, which even on the micro-level of a weekly limited edition publication aimed at the central provinces of Manica, Sofala, and Zambezia was helping to better define and strengthen national civil society.

The descriptions and analyses of different cases of corruption or malfeasance exposed by *Megajournal* were alert signals, for those in condition to appreciate and use the information. Reporting on a condition or set of circumstances in itself has the potential to suggest or hint at certain transformational activities, which while nonpartisan in themselves eventually could result in significant changes within society. In evaluating AAI-publications activities it is important also to note (as mentioned above) grant support for the Elections Magazine produced by ARO Juvenil, and through a grant of \$2,443 awarded to the Christian Council of Mozambique (CCM) the production of a 2-page insert on human rights, democracy and peace maintenance for five editions of the CCM publication "Elo Ecumenico".

AAI's publications' support included a grant to Kulima/Maputo to expand and update an

earlier Directory (1995) of NGOs in Mozambique. While other NGOs such as the National Democratic Institute for International Affairs (NDI) also was administering a project to compile an NGO directory, this fact should have been known by AAI, but was not taken into consideration when an award of \$9,995 was granted for the publication of the 1997 Kulima directory. This updated edition was to have more listings and updated NGO addresses and contact numbers than Kulima's earlier Directory. While the grant was the third activity financed by AAI the program, at the time of the final evaluation (July, 1997) the directory had not yet been published. As explained to the evaluator, Kulima/Maputo had experienced a variety of difficulties in obtaining prompt and accurate responses from some of the NGOs contacted, particularly in its attempt to obtain accurate and up-to-date office addresses, telephone and fax numbers. The NGO stated it had also experienced protracted delays with the publisher selected to print the NGO directory. It is to be hoped that the directory will be published soon after the official termination of the AAI program activities in September 30, 1997. Once completed, the updated NGO directory--as has been the case with past NGO directories-- should prove useful to NGOs as they learn of the existence and activities of other organizations, and importantly also be of interest to potential donors seeking information on national groups and prospective programs and beneficiaries.

Support to the media also included a plan for AAI/Maputo to provide a \$50,000 grant from USAID/Mozambique to be administered on behalf of the still-nascent Media Institute of Southern Africa (MISA). AAI/Maputo's intervention assisted the Institute in defining its basic programs and developing specific project activities. MISA has initiated an institutional development process through which it is envisioned that the Institute eventually will become an eligible candidate to receive direct U.S. Government funding.

Finally, AAI held a public competition and tender to select an institution to be tasked with the publication of the NGO Bulletin (*Boletim*). The award was given to Kulima/Maputo and LINK. As the *Boletim* was a separate program component, this publication will be evaluated separately in a later section of the evaluation report.

Conclusion #1:

Provision of technical assistance and/or small grants funds to enable an organization to become more accountable and transparent to its own members can represent an important social investment in the more macro process of democratization and strengthening civil society.

Recommendation #1:

Financing should be continued for executing agencies to assist national groups and community-based organizations to concentrate on institutional development and strengthening activities, leading to increased accountability and transparency.

Conclusion #2 [also a recommendation]:

Investments in micro level participatory community development planning are advisable to motivate and inspire local residents to assume greater responsibility for local decision making and local action to respond to local problems and to set priorities for the

community.

Conclusion #3:

Community-based efforts promoting voter education and elections training are important short and medium-term activities which reinforce civic education and citizenship training efforts.

Recommendation #3:

Financing should be continued for civic education training concerning the decentralization process and local elections, which stress local responsibilities in those processes.

Conclusion#4[and Recommendation#4]:

Selected and targeted support for the independent media and support for more regular production and regular distribution of civil society popular education materials and audio-visual items focusing on citizenship rights and responsibilities should be considered a medium term investment in strengthening civil society.

B. AAI-TRAINING PROGRAM

1. It is the opinion of the external evaluator that the most successful activity within the AAI NGO-Component program was its focus on a variety of training activities for Mozambican Non-Governmental Organizations. As described in Component Two of the Cooperative Agreement Letter "AAI ...offer assistance to nascent local NGOs working to strengthen civil society in Mozambique." (1/8/94, p.17), this directive was taken seriously by the Institute, and developed with innovation, and cultural appropriateness. Formal workshops covered topics such as Advocacy, Financial Management, Project Design and Writing, Monitoring and Evaluation, Leadership, and Strategic Planning. Particular appreciation by grantees was expressed for the early seminars on project design and writing-- which in the case of several beneficiaries were attended before formal proposals were submitted to AAI-- allowing future grantees to better understand AAI program norms and standards, substantially improving proposals, and shortening delays between proposal submission and eventual project approval.⁶

The final workshops on strategic thinking, institutional mission and vision led some NGO participants in Maputo, Beira and Nampula to re-think their statutes, mission plans and method of institutional presentation to their constituent members. In certain cases where general assembly meetings were to occur after the training workshops, statutes were changed and revised by members to reflect the new concepts learned and discussed in the workshops.⁷ Particularly interesting is the example of Beira's Associacao para o fomento do Desenvolvimento Comunitario (ADC), where the NGO's statutes were substantially revised and presented to and debated by ADC's members in the annual general meeting, resulting in a significant and healthy internal discussion and debate, and a better understanding and acceptance of the institutional mission by its members.

It should be noted that membership agreement over institutional mission in itself is no guarantee that successful development activities necessarily will transpire. A community school construction project in Dondo-- supported by a donor other than AAI-- of the aforementioned ADC, was visited during the external evaluation visit to Sofala province (7/20/97). The visit found the construction project stalled because of a lack of funds to purchase nails, as well as a need to purchase more fuel to allow for construction material to be delivered in the borrowed truck, lent by the local district administrator. Wood that had been collected and cut by the local community had been stored unused for two months, thereby subject to potential theft, and/or desiccation. The problems seem not to have been communicated to the Beira-based ADC project staff, who quickly made an appointment to return to the community during the following week, to attempt to find a solution to the school construction problem. Institutional vision and mission statements are important, but must also be accompanied by close project monitoring and vigilance.

Reactions by different NGOs to the advocacy training workshops were interesting. Groups such as the Mozambican Association for Demobilized Soldiers (AMODEG) understood immediately how their institutional mission represented direct advocacy for constituent members. Their proven ability to negotiate with government, the private sector, international community or other potential donors has been demonstrated repeatedly since the 1992 Peace Accord. AMODEG/Manica recently negotiated with the Manica Coca Cola bottling plant the admission of 12 demobilized soldiers as regular workers.

The formal training workshops and seminars organized by AAI were designed to provide local associations with theoretical concepts and concrete case studies to stimulate institutional growth, and increase awareness of their fundamental role in strengthening national civil society. Clearly a lengthy non-linear process of components, varied learning segments and acquisition of techniques and skills, institutional growth also meant developing democratic principles within the NGOs themselves, a sector not innately immune to hierarchy, or nondemocratic practices.

Assisting an association to better define and clarify its mission and vision for members, as well as those who will be potential beneficiaries of the association's programs is an important exercise in the overall national process of democratization. Technical assistance which enabled an NGO to effectively present its members with clear statutes which they can debate and discuss represents a democratizing process within the NGO community--micro-level democratization-- and hopefully an accompanying positive reinforcement of a macro democratization process, within national society.

Greater emphasis in future grants programs might be placed on strategic planning and institutional sustainability, so that the Non-Governmental Organization will keep in mind from the beginning of an activity, or planning action what consequences could accrue that would increase chances for sustainability of a program, or activity. In the evaluator's discussions with provincial NGO fora, such as Manica's FOCAMA, and the inter-provincial newspaper cooperative MEGAMEDIA strategies for greater self-sufficiency and sustainability were under consideration. Through training courses such as those provided by AAI, the NGO forum

through its contacts with the international donor community has acquired valuable institutional knowledge and experience concerning proposal writing, and developing project documents. FOCAMA's stated plan is to use that experience, and the organization's computer skills to function as an intermediary organization, assisting local NGOs and associations to develop and write formal proposals for submission to potential donors.

In a similar vein, MEGAMEDIA is planning to use its photocopying machine commercially. Obtained through an AAI-grant, the idea of the media cooperative is to charge potential customers current market rates for public access to photocopying facilities. The scarcity of public access to photocopying in Chimoio makes the provision of the service an interesting and seemingly commercially viable prospect for MEGAMEDIA. Important for both groups is the fact that their current strategic planning is more geared to potential income generating activities and that they are conceptualizing the future of their institutions in more commercially viable terms.

While these strategies obviously are more viable for veteran institutional groups such as a Kulima, MEGAMEDIA, FOCAMA, or MOCIZA, the same form of thinking and strategic planning needs to be internalized by organizations such as Nampula's AMR, Beira's ADC, and AMODEG in Manica and Zambezia. Younger NGOs such as ZAONE in Morrumbara, and the still developing Maputo neighborhood community groups CICEC-Xinavane, AMINF, and ASSOMUDE also need to be strategizing internally about the kinds of activities and program development that could lead to more self-sufficiency and institutional sustainability. While it is not envisioned that an organization of one or two years operation will transform itself directly into a revenue generating member of the private sector, the question of institutional viability needs to be present and a fundamental part of group discussion from the beginning of an organization's founding. More training and workshops on sustainability seem to be as important as continuing training on better and more effective NGO internal administration, and financial management. More focused seminars on problems of sustainability would seem to be important components of any future USAID-financed programs for developing national organizations, hopefully with input from other Non-Governmental Organizations within the southern Africa region.

NGO Evaluations of AAI-Seminars and Workshops

Interviews with NGO-grantees and a study of the results of NGO evaluation reports following seminars and workshops indicate that seminar topics were found not only pertinent and in consonance with interests of the sector, but also appropriate to the stages of institutional growth, through which many nascent groups and associations were and continue to be undergoing. The sector interest and enthusiasm to attend workshops in part was a consequence of the perceived 'strictness' of AAI's administrative and financial structures and requirements.

This perception of strict administrative requirements within the AAI small-grants program is worthy of analysis as it was a continuing reference point for the institutional grantees, but

presented as a form of accomplishment, that the organization had learned from the training experiences and workshops the methodology of tenders and bidding, cost accounting, and budget management. The ability and experience of requiring different price quotations before institutional purchases of goods and services became an NGO 'badge' of achievement and accomplishment; admired by the NGO grantee as a tangible skill and result of the training experience, but also an acquired institutional skill and insight sought by other potential donors seeking to collaborate with Mozambican NGOs. Certain donors such as CONCERN, Trocaire, Redd Barna, and Assistance Contre le Faim(AICF) all have initiated collaborative programs with AAI institutional alumni, in part because of their belief that the AAI-program was successful in building and strengthening institutional administrative capacity in its grantees.

The extent to which grantees were able to avail themselves of both the workshops and one-on-one sessions with either Maputo-based staff, or the provincial consultants, their motivation to participate, and to increase their learning curve concerning financial management and program development also seemed to increase. While some potential grantees did not make a serious effort, or found the requirements to be too difficult to follow, those who took the program seriously can be seen to have derived real benefit from the experience.

The methodology developed viewed capacity building as a learning process whose goal was to strengthen and make more accountable those institutions participating in the AAI program as grantees, or as participants in the different training workshops. A major effect of this methodology was to generate within the participating NGO an interest and for some a commitment to the pedagogy, understood as being a means to building a more responsible and efficient association.⁸

One reservation coming from a Maputo-based NGO was expressed concerning the format of the grantee final evaluation questionnaire. It was noted that the design of the questionnaire elicited responses that were essentially 'yes' or 'no', not permitting grantees to provide more complete answers, or open ended responses. In response to this criticism, the NGO Component staff point out that only 25% if the questions in the final evaluation were of a 'yes'/'no' response nature. It is unfortunate that this was the impression given to that particular organization. Suggestions, in accord with AAI's methodology, for a revised evaluation questionnaire will be discussed in Section Three of the report.

Conclusion#1:

Effective training programs should challenge and inspire organizations to be both introspective and visionary.

Conclusion#2:

More detailed strategic planning is necessary to educated NGOs concerning viable institutional sustainability and more effective and sustainable program activities.

Recommendation:

Promotion of a seminar or a series of regional workshops on strategic planning for NGOs with topics focusing on institutional and programmatic sustainability.

C. AAI-TECHNICAL ASSISTANCE PROGRAM

The AAI-Program's Utilization of Local Consultants

The interest of the African-American Institute, with USAID/Mozambique concurrence to nationally advertise and actively solicit local program development and financial and administrative management specialists--as specified in the provisions of the Cooperative Agreement (page 17)--reinforced the overall goal of institutional capacity building. AAI/Maputo staff understood the institutional capacity building nature of the program to represent an opportunity to demonstrate to the national NGO sector, as well as interested international community observers a training program which was conceptualized and executed largely by Mozambican nationals.

The nature of the program, to successfully collaborate with local groups on institutional development meant that the executing agency needed to demonstrate a particular sensitivity to the institutional characteristics, strengths and shortcomings of the varied national Non-Governmental Organizations participating in the program. The requirements of administering an NGO small grants program in different provinces of Mozambique quickly indicated the operational desirability and feasibility of administrative decentralization, which was a motivation for identifying a group of local consultants within the provinces selected for the grants program.

Response to the advertisements and information campaign for the identification of local consultant candidates can be seen to have had regional variations in candidates' interest, and in the level of technical qualifications of candidates. From staff interviews and program documentation, it appears that the central provincial regions of Manica and Sofala, and Maputo province offered a larger number of interested candidates, as well as the level of technical experience and capabilities. The potential pool of prospective candidates sharply declined in the cases of Zambezia and Nampula provinces. There were far fewer responses to the AAI newspaper advertisements seeking consultants Zambezia and Nampula, limiting the access of local NGOs to regular consultant services. These variations in the selection process would later be reflected in the performance profiles of the successful local consultants, particularly as observed by the evaluator in Nampula province.

Interviews with AAI/Maputo staff, local consultants and NGO grantees in Beira and Chimoio demonstrated an essentially healthy and supportive relationship between local consultants and grantees.⁹ There were clear indications that a level of confidence between grantees and consultants had been developed over the period of grant activities, and in the evaluator's interviews with Sofala grantees such as Kulima/Beira, FUMASO, and ADC the technical assistance provided by local consultants had extended beyond the period of the small grants program. In Beira, both local consultants had often been requested to proffer advice and counsel on proposals being prepared and developed for other prospective grantees, as well as additional program activities in which the NGOs were involved. Evaluation interviews indicated an essentially easy going, but mutually respectful relationship had matured in the case of Beira.

Chimoio also evidenced a similar grantee acceptance of the assistance of the local financial administration consultant, however the opportunity to spend a good amount of time with the Manica grantee AMODEG demonstrated for the evaluator the complexity of the task which local consultants faced in Chimoio. Discussions with AAI/Maputo had indicated that AAI's original decision in 1995 to fund the Mozambican Association of Demobilized War Veterans was controversial with USAID/Mozambique, and other members of the NGO and international community largely because of the Association's often bullying and threatening public image, particularly the Maputo headquarters branch. Public demonstrations by demobilized veterans in Maputo and elsewhere in Mozambique clearly made any grant support to that organization problematic. However, AAI believed-- correctly-- that if AMODEG were able to fulfill all grant prerequisites and conditions, the inclusion of that organization in the program could play an important role in helping to consolidate the peace process, through an ongoing dialogue of its members concerning the efficacy of their Association.

AAI/Maputo argued, ultimately successfully that AMODEG did meet the criteria for a local NGO, and was requesting grant support for activities within the programmatic norms of the AAI small grants program. Among other project components, the initial grant would allow AMODEG to provide members with specific information concerning the group's statutes and internal organization, contributing hopefully to the increase of democratic values within the institution itself.¹⁰ As the AAI grantee relationship with the Manica provincial branch of AMODEG developed the scope of the Association's professional and institutional training programs increased. Clarity of mission and advocacy focus initially were not accompanied by a commensurate level of technical skill and ability, in large part due to the (understandably) minimal level of formal education of the majority of AMODEG members.

Development of project proposals and regular grants administration of AMODEG programs were labor intensive for AAI/Maputo staff, and for the local consultants. AMODEG's institutional capacity to learn and replicate administrative and financial systems often required more time than other grantees, even with their innate political astuteness to become advocates for the hiring of Association members with local merchants, or other agencies. Basic administrative skills needed to be nurtured through continuing technical assistance, so that AMODEG/Manica's local political accomplishments would be reinforced with more systemic organizational development and administration.

However, too often the professional training courses provided Association members did not have follow on component programs to assist graduates in discovering or engaging in potentially sustainable professional activities. The inability of many trainees to find or secure employment, or obtain basic starter tools or credit, for some led to increasing frustration. This frustration was often communicated initially to the local resident consultants by the trainees and provincial AMODEG officials. These legitimate concerns which required some immediate attention and advice from the local consultants, of course were in addition to their regular tasks, resolving immediate administrative and programmatic grant issues.

Nampula was the one area visited by the evaluator --time limitations of the consultancy did not permit a field visit to Zambezia province grantees-- where relations between grantees and local

consultants were perceived by both groups, and by AAI/Maputo staff as having been a disappointment. Several reasons have been advanced to explain the difficulties which beset the Nampula grants program. The historical predominance in Nampula province of the Canadian Government Mozambique Cooperation Agency(COCAMO) inadvertently created a dependence on the part of many local NGOs for the major funding and technical assistance provided by that international agency. Recent changes in COCAMO institutional strategy and policy meant that certain Nampula NGOs ceased to receive COCAMO funding and technical assistance, thereby exacerbating problems between local NGOs, as well as politicizing the concept of technical assistance and training consultation.

In large part because of the complex local institutional universe of Nampula, the initial 1994 announcements of the AAI-program were met with limited local interest and reaction.¹¹ Advertisements for grant applications and for local consultants elicited few candidates for either category; only three persons submitted resumes for consideration as local consultants. This limited pool of qualified consultant candidates in Nampula essentially resulted in the final selection of those candidates who had submitted resumes. In meetings with the local consultants, one consultant believes he initially did not understand the pro-active nature expected of the local consultant to seek out AAI-grantees and to assist them in resolving organizational and administrative questions and problems. It was his impression that the grantees were to seek the assistance of the consultants, that not occurring he spent fewer than four to five hours working with grantees, during a period of three to four months.¹²

Interviews with the two Nampula grantee organizations evoked a different interpretation of the relationship problem between the local consultants and grantees. The two grantees, Organization of Youth for Rural Development(OJDR) and Association of Rural Women (AMR) reported that contacting and making appointments with the local consultants often proved difficult, as the consultants were usually too busy with their other professional work and responsibilities to attend to the NGOs. Local groups alleged that requests for assistance, particularly in the laborious, complex and costly task of officially registering a Non-Governmental Organization were not appropriately attended to by the lawyer who was on retainer as one of the Nampula local consultants. Further requests for legal assistance on registering associations-- made by both the local groups and AAI/Maputo staff-- were met with a demand by the local consultant for very costly legal fees to perform the required work. The consultant's request for additional fees was not accepted by AAI/Maputo, and beyond the financial means of the local NGOs. The fee problem had the salutary, if unexpected effect of compelling the OJDR to assume a more pro-active approach to the registration process. The Rural Workers learned by *praxis* which of the many required forms it could complete itself, and how to submit the required forms to the appropriate government agency.

One AAI/Maputo staff member mentioned that some of the problems surrounding the AAI-program in Nampula were related to certain cultural differences between rural dwellers and more urban western educated individuals. Urban residents are sometimes seen by those from a more rural background as being somewhat unapproachable, members of a different social class. In one case, the consultants were approached by a local NGO to resolve a particular problem, and that initial contact demonstrated a certain resistance of the consultant to become

involved-- for whatever reason or justification-- this confirmed to the local group that urban professionals were different from the rural population, and discouraged more regular contact and solicitation.¹³

The lessons of the Nampula experience for local NGOs, consultants, and AAI/Maputo staff hopefully will prove useful. A very specific and rather complex existing local NGO universe in Nampula meant that the institutional environment for a program in NGO training and institution building was not necessarily assured, or even a given fact. The NGO institutional rivalries existent in Nampula, the problematic historical background of technical assistance provision influencing relations between consultants and local associations, and possibly the cultural importance and specificity of a majority Macua-speaking provincial population in Nampula with its own views on timing and process, influenced the more limited results of the AAI-program in that location. Also, perceived cultural differences between western educated Mozambicans and rural people more closely linked to traditional culture and practices seemed to have served as an additional complicating factor in the relationship between consultants and local NGO representatives.

Conclusion #1:

The presence of local consultants in the AAI-NGO program was a major contributing factor to the program's success, and was appreciated by many of the program beneficiaries.

Recommendation #1:

While sometimes requiring significant program effort and preparation, the selection and contracting of local consultants should be strongly encouraged.

Conclusion #2:

Technical assistance programs to the extent possible, should take into account local needs and specific conditions to help ensure more successful outcomes.

D. SPECIFIC PROJECT OUTPUTS

1. NGO Management Manual

The production process of the NGO Management Manual was a major concern and goal of the NGO Project. While beset by a series of delays in its production process, the appearance of the manual filled an information gap that no other NGO publication in Mozambique occupied. Final editing of the manual was completed in June, 1997 with final distribution of the document to the NGO community completed in July, 1997. The NGO community had opportunity to comment on drafts and earlier versions of the document during AAI's regular seminars and training workshops. While an earlier distribution of the Manual would have been desirable, the process of not only translating, but really transforming and redeveloping the final Portuguese-language document so that it would be representative of conditions in Mozambique, proved quite laborious for AAI/Maputo staff. The final version

however succeeds in presenting a straight forward, linguistically accessible manual which can serve as a basic reference for village associations, cooperatives, health groups, or NGOs interested in civic education and economic and social development.

Some AAI-program beneficiaries such as Beira's ADC and Kulima/Beira are using the information in the document to assist them in future negotiations with prospective donors and collaborators. In the case of the NGO Forum of the Province of Manica (FOCAMA), the NGO Management Manual will serve as a basic reference source in the FOCAMA library, to assist in the orientation of the Forum's provincial institutional members.

In various discussions the evaluator conducted with AAI-grantees, international NGO staff working in Mozambique, provincial NGO fora such as FOCAMA and the Associacao de Desenvolvimento das Organizacoes Comunitarios (ADOC)- the Nampula province NGO forum, and LINK-NGO Forum, the common theme in relation to the Manual was its comprehensive scope and focus. Groups particularly appreciated the choice and suitability of the case studies, and the creative use of graphics and visual aides appropriate for rural conditions in Mozambique, and the particular culture of Mozambican organizations and groups. It was the opinion of the manual's key audience-- the local NGOs,-- that what AAI had succeeded in creating was an important reference document which could orient associations and groups in different stages of institutional development.

2. NGO Newsletter (*Boletim Informativo*)

It is the opinion of the evaluator that the Newsletter evolved significantly in quality and subject focus during the course of its publication.¹⁴ The decision to contract professional journalists to write for the newsletter was opportune. One consequence of the decision to hire professional journalists to author articles has been an editorial policy and "Opinion" comment columns which have become particularly lively in their analyses of local election prospects and the relevance of the anticipated municipal elections for the national NGO community. Local and provincial issues and personalities have also been featured prominently in the newsletter. The still new and lively expressiveness of the associative sector within Mozambican civil society is present in the *Boletim*, with denunciations of ineffective municipal and provincial policies, pot-holed avenues in provincial and other urban areas, and expressions of the difficulty of lobbying for civil society needs, either with government or opposition political party structures.

The NGO bulletin's analysis of upcoming local elections, with an astute political analysis of the need for NGOs to present their own candidates who would be more vigilant and sympathetic to NGO needs, represented not only a strengthened civil society institution, but one that was becoming more sophisticated in its political analysis and strategizing. This appeal to NGOs to launch their own candidates for the elections was a small but important step in furthering knowledge and the democratic exercise of civil society rights and responsibilities for the *Boletim*'s local readership. The need to exercise critical thinking and choice when selecting candidates was also an important aspect of the editorial concerning municipal

elections. By encouraging its readers to put forward candidates who were true NGO spokespersons, as opposed to demagogic political voices speaking in the name of the associative movement, the *Boletim* was serving the NGO community specifically and the interests of civil society. The fact that the article was later picked up and commented upon by the independent (if strongly opposition oriented) daily newsheet *Imparcial* is a good indication of the newsletter's impact and success.

Conclusion #1:

Importance of thoroughly adapting a methodology to the cultural specificities and context of those who will be the beneficiaries of that methodology. It was a laborious but important process for the NGO Administrative Manual to become a Mozambique-specific document.

Recommendation #1:

Whenever possible create manuals and other technical assistance documents within national country and cultural contexts.

Conclusion #2:

The NGO Bulletin served as a method of communication, a pedagogical instrument and a public relations vehicle for the NGO community. In the opinion of the evaluator the potential of the Bulletin was only touched upon during the duration of the AAI-program.

Recommendation #2:

Potential donors should be encouraged to support the NGO Bulletin, as it should be considered a means to strengthen the developing NGO community, and recognized as an additional voice in Mozambique for civil society.

E. PROJECT MANAGEMENT

At different periods in the grant activities, timing problems have resulted in some negative consequences for the overall grants program. While start up planning and activities for a new national NGO program did require significant organization and field visits, the original August 1994 start up was delayed until October, 1994 as initial funds were received only in October. The national 1994 multiparty general elections also became a delaying factor as both USAID/Mozambique and AAI/Maputo were directly involved in support for the national elections. Travel to the provinces to introduce the new AAI-program to the provincial NGO community was initiated only in January, 1995.¹⁵

While there were several planning meetings and discussions between USAID/Mozambique staff and AAI/Maputo and AAI/New York concerning the grants making process, the agreed-to approval process as outlined in the original manual designed by the South African NGO C.O.R.E., with AAI/Maputo direct guidance was a complicated approval process, with substantial input to come from AAI/New York for all projects with a value of more than \$10,000. Significant support in the grants making process was also accorded the AAI Country

Representative, in concurring on grants, and in the signing of all grant checks. In the thinking of all parties to the AAI Cooperative Agreement, it was assumed that approval of grant documents and the processing of grant payments would be made in a timely manner.

However, as described by the time of the Mid-Term Evaluation, an internal management problem existed, and the NGO program was beset by serious problems,¹⁶ and an estrangement between the NGO project staff, and the AAI/Maputo executive staff.

This unfortunate situation which ultimately resulted in a two-month period (November-December, 1995) when grants were not being signed, was unblocked by a January 1996 visit of a senior staff-member from AAI/New York, and the U.S. Project Manager. As reported in the Mid-Term Evaluation, the physical separation of the NGO program from the rest of the AAI/Maputo operation had been one aggravating factor, as had been the fact that the NGO component had evolved significantly requiring that more program flexibility and decision making autonomy be devolved to the NGO Project Manager. The reformulated project management responsibilities also increased significantly the overall day-to-day management responsibilities accorded the U.S. Project Manager.

Subsequent acquisition of a large apartment has also resulted in a return of the two AAI programs to one space, although scrupulously divided between the general AAI/Maputo administrative structure with its overall responsibility for: a) AAI/Maputo executive administration; b) the ATLAS graduate fellowship program; and c) the Decentralization and Traditional Authorities Project; and the administrative structure required for the NGO Democratic Development Project. Relations between the two offices are correct and formal, if not cordial and effusive.

Timing issues in terms of the different attempts to provide project extensions for the NGO Component also compromised some of the program's overall effectiveness. As the initial delays had limited the project's initial activities, it was felt that the original July 31, 1996 deadline should be extended. Leslie Fox in his mid-term evaluation of USAID/Mozambique's initial democratization project recommended an extension for the AAI grant activity. In June 1996 after conversations with USAID/Mozambique, AAI submitted a proposal for a one-year extension. However, in September 1996 due to internal funding difficulties within USAID/Mozambique, AAI was asked to prepare a new no-cost extension to take the project only through December, 1996. These bureaucratic and financial constraints were reflected in AAI's decision not to encourage new NGO grant proposals. The situation again changed near the end of December 31, 1996, when USAID informed AAI that there would be new funds available to extend the program and increase the NGO small grants fund budget, through July 31, 1997.¹⁷

While the additional funds were able to support an increased number of local initiatives, the uncertainty of the availability of new funding, and the uncertainty surrounding the termination date of the grants program compelled the NGO component staff to send a series of mixed 'apply/don't apply' signals to the NGO community. However, in assessing the overall grants program, it is important to remember that the program once initiated did not come to a halt, as

grants funds were fully disbursed, and all AAI-training activities were completed.

Conclusion [and Recommendation]:

Once sufficient confidence exists between management and project staff of an executing agency providing technical assistance and administering grants to an NGO community, reasonable flexibility should be awarded the project staff in selecting grants recipients and administering technical assistance programs. Given that the AAI-NGO Project in Mozambique was a pilot project for both the donor agency and the executing agency in directly supporting NGOs, the cautious management actions and style which characterized various stages of the project are understandable. However, for future projects it is recommended that a more participatory and inclusive management style be utilized, in relation to the project staff.

F. IMPACT OF THE AAI PROGRAM ON STRENGTHENING CIVIL SOCIETY

Discussions concerning civil society in countries seen to be in transition from single party rule to a more open multiparty democracy often highlight the importance of micro actions and initiatives in strengthening the concept and idea of a civil society. As a corollary action, civic education training also should be emphasized on different levels and multiple venues, so that the rights and responsibilities of citizenship within a democratic society are popularly understood and accepted.

The choice of organizations for the AAI-grants program meant on the one hand the participation of a diverse and sometimes disparate group of Non-Governmental Organizations whose organizational structures, internal levels of democratization, institutional vision and mission varied significantly. For AAI, the challenges of administering a grants and training program for such a heterogeneous group of national organizations were significant, as new and fledgling community associations were selected alongside more venerable and nationally known organizations, such as a LINK-NGO Forum, and Kulima. The intent of a program which provided institutional training and financial support for union leaders to promote and teach both civic education and the knowledge of current labor laws for their members, or a provincial branch of a demobilized soldiers' association to promote greater democracy within its internal administration and structure was generally to strengthen civil society within Mozambique. This overarching goal was accomplished incrementally, as the different organizations and NGOs experimented with their own increased institutional opening and democratization.

The AAI training program was able to work with what became a potentially worthy and effective provincial NGO forum, FOCAMA in Manica. During initial contacts with FOCAMA in 1995, the organization was experiencing serious financial irregularities, as well as an internal crisis concerning its institutional planning and future direction. ¹⁸ FOCAMA benefited from participation in different AAI training programs, and regular contact and informal consultation with AAI/Maputo staff. As a consequence of its participation in AAI-programs, the provincial NGO intermediary organization when visited by the evaluator demonstrated an

excellent prepared brochure text of services to be provided member NGOs, along with a coherent and manageable business plan of services which FUMASO could offer. The fact that these services are now available to help national organizations in the province of Manica, and other groups because of similar AAI-administered programs in other areas of Mozambique have attained similar knowledge and institutional capabilities all serve to reinforce civil society's potential scope in Mozambique.

It is important to consider that in other societies which politically have evolved into phases of significantly increased popular participation and democratization, leaders from the Non-Governmental sector-- organizations dealing with social and economic development-- have moved into important political leadership roles i.e., currently in Brazil and in South Africa. It is not beyond the realm of possibility that within a democratizing and more open Mozambique, future political leadership will also come from this same sector. The strengthening of civil society provided by the training and grants program provided by AAI will have been an integral part of this larger democratization process.

SECTION TWO. LESSONS LEARNED, RECOMMENDATIONS, AND CONCLUSIONS

I. LESSONS LEARNED

A. Strengthening Information Exchange and Communication Within the NGO Community in Mozambique

In the evaluator's discussions with Kulima/Maputo, an interesting comment arose concerning the desirability of promoting more sustained institutional contact and information exchange among the various AAI-program grantees.¹⁹ Despite its role as co-publisher of the *Boletim*, and major national Non-Governmental Organization with provincial affiliates, Kulima/Maputo communicated a certain regret in not having received more information from AAI/Maputo about all of the grantees receiving support from the USAID/Mozambique-financed small grants program. This statement was made to the evaluator at the end of the interview, but seems never to have been made directly to the staff of the AAI program. The founder of Kulima/Maputo was interested in learning how grant funds had been used by other grantees, and what operational problems and successes AAI/Maputo had encountered in administering the grants program.

While one can question why Kulima/Maputo did not address this concern to AAI, or express this interest in the newsletter, as a form of a lesson learned, the suggestion has some merit. The Kulima/Maputo comment is interesting as it was made in the context of utilizing the AAI-program experience as a learning tool, to raise the institutional development of the participating grantees, through case study and example. This might have been possible to accomplish with an expanded idea and concept of the function and utility of the *Boletim*. Future editions of the newsletter might not only present a profile of a selected grantee, and news of interest to the NGO community, but also use the publication pedagogically to highlight a particular problem or challenge encountered, as well as to report on the successful resolution of particular operational problems, or challenges faced by the grants program.

An example which readily comes to mind was the problem and lengthy delays experienced by Manica province grantees attempting to cash Standard Totta Bank checks issued by that bank's Maputo-branch office.²⁰ Solutions attempted by grantees and AAI/Maputo to mitigate banking bureaucratic delays, or avoid having checks sent from Manica province banks to Beira for clearing and authorization, might have provided useful examples for other grantees. Case studies in the *Boletim* of grantees succeeding in learning and mastering AAI-accounting procedures might also have stimulated institutional growth and development in other grantees entering the program, or considering applying for a program grant.

As explained by the Kulima director in an admittedly ironic tone, the organization wanted to know if Kulima was the only AAI-grantee experiencing difficulties in learning the AAI's administrative and financial management procedures? Were other grantees also facing similar challenges? Their opinion was that provision of more direct information and news concerning

the stages and accomplishments of the grants program could have proven helpful.

Future NGO grants programs could profit from such an expanded or multi-purpose in-house newsletter, presented in a popular education format. The expanded newsletter could report on the development of the grants program as a learning tool for member grantees and other interested NGOs and potential donor agencies. Discussions with the editorial board of the *Boletim*, given the board's interest in continuing and expanding the newsletter would be able to ensure that more in-house information and detail were included in future editions of the publication.

B. AAI Final Evaluation Instrument and Evaluation Interviews as Measurements of NGO Training

While instruments such as seminar participant final evaluation questionnaires serve as useful indicators for measuring and evaluating training activities, internalization and regular application of new concepts by the individual or group constitute perhaps the most reliable indicators of a successful learning experience. In the opinion of the evaluator, the questionnaire designed by AAI at times seemed somewhat restrictive in the range of responses and opinions offered to the grantee respondents. The majority of questions requested a "yes" or "no" response, and the limited space provided for general comments, for more open and general responses should be reconsidered and redesigned in future grants programs. A comment made by Kulima/Maputo that it would have appreciated more flexibility in the final questionnaire, along with the opportunity to offer more general comments and evaluative remarks represents a valid consideration of the questionnaire. In reality, that Maputo-based NGO prepared an alternative final questionnaire in which among other comments-- as previously discussed-- Kulima voiced its interest in receiving more information concerning the problems and successes of the AAI-grants program.

Discussions with grantees and workshop alumni concerning concepts such as advocacy, strategic planning, vision, and institutional mission were very instructive for the evaluator. The enthusiasm of ZAONE-Morrumbara to discuss what it perceived to be its major institutional mission to actively assist in the rehabilitation of that Zambezia region through a more coordinated set of activities and communication with the different community sector representatives demonstrated not only an internalization of concepts, but also a natural youthful eagerness to move from theory to practice. ZAONE's sincere feeling that significant societal transformation was possible and even probable as a consequence of their planned activities was laudable, if still uncertain based upon the group's recent formation and understandably limited institutional track record. The dynamics of their multi-sector meeting of government, traditional leaders, politicians, and civil society representatives remained fresh and a constant in their discussions and institutional planning. Securing additional financing to execute more activities was a clear priority. The sense given the evaluator was that the attention given to and generated by the AAI-financed seminar was a motivating factor in ZAONE-Morrumbara's transition into more sustained and direct community development activities. The decision of at least one founding member of the organization to leave the capital

and return to Morrumbara to work and develop community-level programs was an interesting example of the commitment the activity had generated.²¹

Concepts such as vision and mission were also discussed with the new and still-developing group ADC, in Beira, the Manica inter-provincial newspaper *Megajornal*, and Nampula's two AAI-grantees AMR and OJDR. The discussions demonstrated a range of understanding and internalization of concepts coming from the workshop experiences. The fact that the Beira group ADC, because of the timing of the workshop and the proximity of its scheduled general assembly had been able to use the workshop experience and training methodology within the assembly to restructure its statutes and present them to the assembly for group consideration, was a fortuitous pragmatic exercise in micro democratization and institutional re-development. The impression left with the evaluator was that ADC was still working out for itself the different meanings and consequences of all of these internal changes, and how its newly derived understanding of concepts such as vision, mission and advocacy role would be realized in its sponsorship and administration of programs. The problems and choices which ADC will be expected to make, as related to the regular administration of a development program will provide that needed institutional experience. As no one seminar or training course can or should prepare an organization for any eventuality or institutional challenge, trial and error, and informed improvisation become institutional teachers.

Megajornal with a more focused mission and role as inter-provincial civil society advocate and communications spokesperson expressed more concern about sustainability, and the (to the evaluator) surprisingly difficult search to identify and secure regular contributing advertisers to defray the newspaper's costs. Quite possibly assistance with an expanded business plan for development, and additional market strategy could prove a useful strategy for the newspaper, as it considers its future institutional growth.

In considering appropriate lessons to be derived from the AAI-program, the diversity and disparities in the institutional levels of organizations assisted should be seen as a major factor. Different NGOs depending upon quality and professional experience of staff and personnel, institutional history were able to receive and process information from the seminars and workshops, consultants visits and the general program more efficiently and effectively than other groups. Discussions concerning strategy and vision were different in detail, if not in basic substance with a LINK-NGO Forum, or a Mozambican Women Jurists' Association(AMMCJ), than the Community Development Association(ADC) in Beira, or Maputo's Information, Cultural, and Civic Education Center of Xinavane (C.I.C.E.C.-Xinavane).

This institutional diversity, in the opinion of the evaluator made the program perhaps more flexible as training programs were created to deal with problems and difficulties being experienced by local groups and associations. As a result of the initial period of field visits and early consultations, AAI/Maputo was able to get a reasonably good sense of the institutional capacity of many of the groups and subsequently devise training workshops and seminars to improve and strengthen that capacity as it would relate to the planned set of program activities. The early training necessarily stressed program proposal development, budget planning and

financial administration and the formulation of evaluation criteria as the AAI-team saw these as problematic areas for many groups, some venerable and established organizations, as well as others more fledgling and incipient. Often as in the case of the grants to organizations such as AMODEG, political astuteness in dealing with private sector or government representatives was not matched by well developed organizational or administrative skills. These institutional weaknesses inevitably required significantly more training and technical assistance provision from AAI-consultants, either Maputo-based, or provincial.

The mutual confidence and respect which the evaluator noted particularly amongst NGO grantees and local consultants in Beira and Manica was developed during the early periods of workshop training and one-on-one provision of technical assistance by the consultants. Once NGOs had a better sense of the organization skills necessary to apply for, implement, manage and evaluate program activities, it became possible for AAI to expand training themes and present workshops on strategic planning, leadership, mission and vision. The hoped for result was that NGOs after mastering the basic organizational skills and successfully conceptualizing the more abstract concepts would be able to request other funds from other donors in the attempt to develop more financially sustainable and viable future programs. As has occurred for several grantees, 'graduation' from the AAI program has meant that an organization was seen to be more viable institutionally by other donors, as exemplified by Kulima/Beira presently administering in conjunction with AICF a primary health care activity, financed by USAID/Mozambique, and the Manica branch of the National Organization of Teachers (ONP/Chimoio) who reported to the evaluator that the AAI-experience had positively influenced Redd Barna and CONCERN to finance other income-generating activities.

C. The Potential Influence and Impact of the AAI-Program on Future Donor Activities with Mozambican NGOs

For the evaluator, an important potential benefit and impact of the AAI-program was the influence it could have on future donor support for and activities with different national groups and community-based organizations. The methodology and approach developed by AAI during the program linking grants management with several training workshops and provision of technical assistance was important in its support and affirmation of the existence of significant national institutional capacity among Non-Governmental Organizations. Important also was the program's demonstration that community-based organizations and more established groups could improve existing management skills, and acquire new skills and knowledge related to important issues such as institutional strategic planning, vision, and advocacy.

The rapid expansion of associative organizations in Mozambique, particularly in the period surrounding the 1994 multiparty elections, resulted in a sector of national society with very few reliable references or defined characteristics for potential donors within the international community. If a general interest and discussion existed about the importance of utilizing national human resource and institutional capacity, and encouraging technical assistance programs less dependent upon expatriates, the operational steps to achieve this goal in

Mozambique were not very apparent within the donor community. More pilot project programs to collaborate directly with local groups were called for, if technical assistance and capacity building were to become truly national.

The AAI program represents an important effort in making the capacity building discussion a more concrete and operational proposition. It is significant that for several of the grantees and provincial NGO forum groups who participated in AAI-workshops, their follow on activities in part are providing technical assistance and institutional capacity building guidance for other grassroots groups seeking to improve performance, and the quality of services they provide to their constituent communities. Some former grantees are working with international donors to locate and develop grant proposals with community-based organizations. This multiplication of the training and technical assistance sub-components of the AAI program has provided operational experience and examples for USAID/Mozambique, and for international organizations such as PACT, administering the new NGO Institutional Strengthening Grant. The AAI NGO program provides a model for other international organizations collaborating with national groups and associations on a series of still-to-be awarded activities, envisioned to provide technical assistance to civil society and government institutions which will be products of the future local elections, with a new expanded small grants award program for national groups.

This decision to continue and expand support for local organizations in part was the result of the Mission's close monitoring of the AAI-project, and observation of what had been successful, and what had proven problematic. AAI's grants management capabilities, demonstrated throughout the program were utilized by the Mission (discussed in Section One) to serve as an intermediary organization for the new MISA initiative. The learning curve which occurred as certain grantees began to overcome problems with understanding and complying with administrative regulations, the kind and quality of technical assistance provided by AAI at different stages of the program in the opinion of the evaluator did have some influence and impact on the new USAID participatory programs and initiatives.

In the evaluator's discussions with AAI/Maputo NGO Component staff, other international organizations such as PACT, the group administering the new PVO Support Project, and other prospective USAID contractors have approached AAI concerning the possibility of staff collaboration in future NGO grants and technical assistance activities. Apart from organizations interested in submitting proposals for possible USAID financing, AAI/Maputo has been contacted by donors interested in working with different national groups, through grants programs and the provision of technical assistance. It is possible that the NGO component staff in the future might provide consultation services and technical assistance to donors interested in working more directly with local organizations. As international donors and lately multilateral donors such as the World Bank have established advisory committees to explore the possibilities of closer collaboration with national NGOs, the value of the institutional experience and knowledge acquired by the AAI-NGO Component team cannot be overestimated.

II. RECOMMENDATIONS

In the opinion of the evaluator a more autonomous structure for management of NGO grants administration, training and technical assistance programs is desirable. As discussed in the section on AAI program management, the grants administration and technical assistance programs developed for any NGO program should provide a maximum of autonomy and flexibility for the executing agent while remaining responsible to the standard operating procedures and requirement of the U.S. Agency for International Development, and the procedures of the executing agency. The AAI-program in Mozambique was considered something of an experiment for all parties involved as has been stated. Being the first experience for USAID/Mozambique in providing support for an intermediary organization to work directly with national organizations, the different checks, balances, and precautions with which the AAI-program was designed--as illustrated in the first versions and prototypes of the management manual-- were to ensure responsible project management. In the opinion of the evaluator, the financial administration of the AAI program has demonstrated the ability of national organizations to responsibly utilize U.S. Government funds.

The administrative abilities demonstrated in this test program should encourage other similar efforts to involve Mozambican Non-Governmental Organizations more directly in the national reconstruction and rehabilitation of their country. Future project design efforts should build upon the AAI experience, encouraging administrative flexibility and innovation, while ensuring and guaranteeing responsible program fiscal administration and management. Given the nature of NGO and grassroots organizational culture and management, administrative flexibility will be important, as it will allow the implementing agency to respond to a grant request, or a changing situation and program context in a timely manner. For different reasons, this desired administrative flexibility was not always possible during the AAI program.

To the extent that a mutual confidence can be created among USAID, the executing agency and the team directly working with the larger NGO or grassroots community, administrative flexibility to run such a program becomes more possible. More NGO and grassroots-oriented programs with institutional track records, and the successful resolution of administrative problems arising from such programs all will help to create a climate of greater confidence among the constituent parties. Engaging in the experience educates the constituent parties, and provides better indications for future and hopefully more successful collaborative programs.

III. CONCLUSIONS

The AAI-NGO Democratic Development Project through its short and medium term goals of providing technical assistance to NGOs and financial assistance for selected NGO activities contributed significantly to the larger ongoing national effort to inform, educate and develop a potentially important constituency within Mozambique. Community-based groups, local associations and other national Non-Governmental Organizations who participated in the program, received grants or attended the different training seminars developed important horizontal institutional links, seeing themselves and their groups as members of an

institutional community with similar interests and needs. The evolutionary development towards a real and functioning civil society constituency of NGOs, for the evaluator is a major accomplishment of the AAI Project.

The discussion in the NGO *Boletim* concerning the desirability of NGO representative candidates for the anticipated local elections to better represent NGO priorities and needs is an example of the medium and longer term goals and accomplishments of the AAI Project. While political candidacy will be a function of many different factors and interests, the fact that selected NGO representatives are even considering a political option for the upcoming local elections represents a victory for civil society and its future in Mozambique.

To the extent that civil society representatives participate more fully in local elections and the decentralization process generally, the prospects for a more complete and participatory democratization process in Mozambique become better and more realistic. This process is implemented by the increase of provincial and inter-provincial independent media sources; and by greater internal democratization and individual member participation in community organizations and local associations seeking to address local problems with community-based solutions. Citizenship rights and citizenship responsibilities are the long term goals which the Project has been addressing, which hopefully will result in more sustainable democracy and development. In the opinion of the evaluator, significant steps in this crucial process were accomplished within the AAI NGO Democratic Development Project.

Individuals and Organizations Contacted by the Evaluator

MAPUTO

African-American Institute/Maputo:

Celia Diniz- Representative

NGO Project Staff: Fernanda Farinha, Project Director; Silva Mulambo, Program Assistant;

Aida Macuacua, Administrative Assistant; Maria de Fatima Vieira, Project Secretary

Local Project Consultants: Renato Carrilho (Finance); Zuber Ahmed (Project)

USAID: Jay Smith; Thomas Johnson; Vanessa Coelho; Euridia Azevedo; Sid Bliss

World Bank: Ancieto Bila, NGO Liaison Officer

INDER(Ministry of Agriculture)-Christine DeVoest

National Assembly: Vice-President Abdul Mahomed Carimo Issa; Deputy Helder Muteia;

Deputy Francisco Ululu

NGOs and/or Grant Recipients:

ZAONE-MURRAMBARA

Ricardo Tapa-President; Antonio Muanauange-Administrator; Manuel Anselmo Meque-

Director of Zaone Bulletin; Paula Virade-Chief of Department for Mothers and Children

KULIMA

Dominico Luzzi-Director; Celso Rolunde; Quisito Vale; Virigina Romero-Finance

LINK

Guy Mullin-Director

AWEPA

Lucia van denBerghe-Director (meeting held in Chimoio)

AMINF

Mr. Zandemela-Director

C.I.C.E.C.-XINAVANE

Salomao Ruchange-Director

ASSOMUDE

Regina de Lourdes-President

AMMCJ

Leonora Joaquim-Coordinator

MISA

Fernando Lima-Coordinator

OTM-Quelimane

Antonio Mangachaia-Provincial Executive Secretary (discussion en-route to Beira)

BEIRA

Local AAI-Consultants: Frederico Sarguene (Program and Finance); Dr.Emiliano Bento (Finance)

ADC

Jose Luis Gundana-Coordinator

ADESSO

Joao Mutungamiro Paibe Marceta-Program Coordinator

FUMASO

Goncalves Chipusse-Vice-President; Jose M.C.Josse-Coordinator

KULIMA/BEIRA

Lucas Jackson Michel Saint Mart-Provincial Representative

CHIMOIO:

Local AAI-Consultant: Dr. Fernando Sozinho(Finance)

AMODEG

Fernando Mouzinho-Provincial Secretary; Paulo Mufundisse-Planning and Finance;Amelia

Elias-Chief of Department of Female Demobilized Soldiers; Altina Riva-Director Social

Welfare Department

MEGAJORNAL

ONP/Manica

Mr. Franque-Administrative Officer

OTM/Manica

AMME/Manica

Nita Blande Casse-Provincial Coordinator

FOCAMA

Jorge G. Chagaca-Director

Health Alliance International (formerly MHC)

Stephen Gloyd- Executive Director;Yves Lafort-Coordinator

FINIDA-Appropriate Technology Project Representative-Pekka Virtanen(University of Tampere, Finland)

NAMPULA:

Local AAI-consultants: Issac Japhet Maliya(Finance); Albano Naroromele(Projects)

OJDR

(Rapale project community leader- Antonio Luis; Ricardo Reis-President Ribaue Commercial Association)

AMR

Executive Director

ADOC

Arlindo Muririwa-Coordinator

CLUSA

Alexandre Serrano, Chief of Party

ENDNOTES

1. Raphael quarterly report to USAID and Raphael internal memo, dated Maputo, April 13, 1997.
2. JMT interviews with Helder Muteia and Abdul Carimo Issa, Maputo, July 18, 1997.
3. JMT interview with ADC and with Sarguene in Beira, July 20, 1997.
4. Kulima "Civic Education" popular education manual, printed 1997.
5. E-Team discussions during 1994 on appropriateness of support for Mozambican media in a democratization program-Embassy-Mission divergences.
6. Training seminars on project design and writing helped speed project approval process; testimonies from 3-4 AAI grantees...
7. Strategic Thinking seminar directly influences NGO statutes of organizations in Beira and Nampula, e.g., ADC, Kulima/Beira and OJDR in Nampula.
8. NGO grantees as developmentally benefitting from AAI program i.e., FOCAMA, MEGAMEDIA.
9. Beira, Chimoio interviews with local consultants and selective grantee NGOs.
10. AMODEG discussion in mid-term evaluation list of grantees.
11. Problems of initiating Nampula program, interviews with Mulambo, Farinha, OJDR.
12. 7/28/97 interview with Nampula lawyer/journalist Albano Naroromele concerning his difficulties in understanding dimensions of the AAI local consultant program.
13. Discussion with Silva Mulambo concerning differences in general cultural values between rural workers and urban educated professionals.
14. *Boletim Informativo* expected to publish its final edition under the AAI-grant during August, 1997. The newsletter is searching for new funding to continue publication. (Turner meeting with Kulima/Maputo and Link, 7/17/97.
15. Delays initiating the AAI project, initial travel to provinces in January, 1995. AR memo to JMT in Brasilia, 8/12/97.
16. Project administrative problems described in the Mid-Term Evaluation Report, pp.40-41.

17.AR memo to JMT in Brasilia, 8/12/97, on timing.

18.AR corrections memo to JMT in NYC, 9/11/97, on FUMASO '95 visit.

19.Kulima/Maputo interview, Liuzzi on more sustained contact and information exchange among AAI-grantees,7/17/97.

20.Manica province banking problems cashing Maputo-branch Standard Totta Bank checks.

21.ZAONE founder, and Ministry of State Administration official Antonio Muanauange is returning home to Murrumbala to work in community development.